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AUTHOR Kurland, Norman D.; And Others
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ABSTRACT

Based on several New York State studies of adult education, some conducted under Higher Education Act funding, this report is one of several on the educational needs of adults conducted in preparation for the Regents 1976 Statewide Plan for Postsecondary Education. The central argument is that the Regents' goals for postsecondary education can only be fully achieved if the lifelong learning needs of adults are met, and New York, therefore, should conceive of postsecondary education in terms of its contribution to meeting the needs of all its adult citizens through opportunities provided by formal postsecondary institutions for adult students (usually part-time students) and through such nonformal agencies as libraries, museums, media, and community organizations. Following brief assessment of educational practice with respect to the Regents goals for postsecondary education, specific recommendations are detailed for how the needs of adults can be met within the framework of each of the four goals: (1) open access for all citizens without regard to age, sex, race, creed, national origin, geographic location, or economic status; (2) quality education guaranteed through the maintenance and monitoring of appropriate standards, the assurance of academic freedom, and the acceptance of academic responsibility, (3) provision for special needs through efficient allocation of resources without regard to geographic location, and (4) a responsive system attuned to the changing needs of society, which is sufficiently flexible to adapt to those needs in a timely fashion. (JT)

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POSTSECONDARY CONTINUING EDUCATION AND LIFELONG LEARNING

A Report Prepared for the

Regents 1976 Statewide Plan for Postsecondary Education

Prepared by

The Task Force on Postsecondary Continuing Education:

Norman D. Kurland, Chairman
Lucy T. Comly
Robert E. Williams
Sherry Penney
Robert S. Seckendorf
Frank E. Hobson, Jr.

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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June 1, 1976

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THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12234

June 1, 1976

Executive Summary

POSTSECONDARY CONTINUING EDUCATION AND LIFELONG LEARNING

Summary of a Report prepared for the
New York State Regents 1976 Statewide Plan for Postsecondary Education

Task Force on Postsecondary Continuing Education:

Norman D. Kurland, Chairman, Lucy T. Comly,
Frank E. Hobson, Jr., Sherry Penney, Robert S.
Seckendorf, Robert E. Williams

1-4* The report that is summarized in this statement was developed in preparation for the Regents 1976 Statewide Plan for Postsecondary Education. It is based upon the Study of Adult Education, the studies conducted under Priority II of Title I of the Higher Education Act, and preliminary results of the Study conducted by the Division of Continuing Education. It is one of several reports on the educational needs of adults. The others are concerned with nontraditional learning, the use of media, and professional and graduate continuing education.

6 The central argument of the Report is that the Regents' goals for postsecondary education can only be fully achieved if the lifelong learning needs of adults are met. New York, therefore, should conceive of postsecondary education in terms of its contribution to meeting the needs of all its adult citizens. Accessible and diversified learning options for adults have the potential for reducing social ills such as functional illiteracy, welfare dependence, individual demoralization, and social instability, and also offer the prospect of enhancing the State's culture, economy, and quality of life.

6 Historically, our educational system has been institutionally-based and youth and degree oriented. The rapidity of social, political, and economic change, however, makes inadequate such a "front-loaded" educational system. To develop their full potential as human beings and to contribute

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* Numbers in margins refer to the related pages in the body of the Report.

effectively to their work, families, and society, adults need lifelong educational opportunities which renew and enhance their skills, abilities, knowledge, and understanding.

6 Some of these opportunities will be provided by the "formal" postsecondary institutions for adult students, who usually participate on a part-time basis. Provision for such part-time students must be a significant factor in all planning for the future of postsecondary education in New York State. It will require major changes in policies and practices.

6 Much support for adult learning will also come from libraries, museums, the media, community organizations, and other "non-formal" agencies. Together with the "formal" institutions, they will need to orchestrate their services to satisfy the diverse needs of a growing adult population.

6-7 Over the next quarter century, the bulk of New York's population growth will occur in the 30 to 55 age group. During this period, the State's total population will increase only 6.6%; the number of elementary school children will decline 7%, the high school-college age group will decline 14%; but the number of adults between 30 and 55 will grow 39%. This expanding population of adults will also have achieved a higher level of education than prior generations. Since in the past, persons with more education have tended to participate more in education as adults, it can be anticipated that there will be a growing demand for education by adults.

7-9 Moreover, recent research on adult development indicates strongly that, as individuals pass through various life stages, their learning needs change. This will have profound impact on the nature of educational programming, with perhaps the most dramatic effect on provisions for the elderly, as it comes to be recognized that the capacity to learn and benefit from education continues almost to the very end of life.

In the balance of the Report there are specific recommendations on how the needs of adults can be met within the framework of the Regents goals for postsecondary education.

4 Definition of the terms"lifelong learning" and "continuing education." "Learning" is an activity or process by which individuals acquire new knowledge, skills or attitudes; "education" is the process that facilitates learning. In its broadest sense, learning is life-long, continuing from infancy to death. For purposes of the Report, the term "lifelong learning" refers to those activities intentially undertaken by adults who have left the traditionally sequenced educational system. The focus is on activities provided by postsecondary institutions for students who usually study part-time and do not consider their role as student their primary occupation or responsibility. The term "continuing education" is the one used when the reference is to such institutional activities or programs.

Open Access

Regents goal: All citizens should have the opportunity to pursue postsecondary education, without regard to age, sex, race, creed, national origin, geographic location, or economic status.

11-15 The current adult enrollments in New York State indicate a measure of success in achieving open access. In 1975, there were about 1.4 million adults enrolled in school or college part-time programs: 955,000 in high schools and BOCES, about 373,500 in undergraduate or graduate degree-credit programs, and 82,000 in non-credit courses in public and independent colleges and universities.

The current participation rates, however, fall short of the Regents goal of open access. Surveys by HEA Title I Priority II projects demonstrate that the adult part-time college participant is white, middle to upper income, professional, and previously well-educated: the blue collar, low income, older adult, women, and minority groups are not well-served by postsecondary institu-

tions. These surveys further demonstrated that although the level of interest in further learning is high among all groups, a number of barriers prevent their participation. Chief among these barriers are cost and time. The lack of information on educational opportunities, the need for counseling and advisory services, course locations, and administrative "red tape" also constitute major barriers.

To overcome these barriers and further the progress on the Regents' goal of open access, the following recommendations are made.

15 1. Each institution should review its policies and programs in terms of its commitment to lifelong education to assure that students are treated equitably in the assignment of resources and the provision of services, regardless of the students' age or status as a full- or part-time, degree or non-degree student. Areas for special attention should include tuition and financial aid policies and practices; counseling and support services; the scheduling and location of part-time offerings, with special attention to handicapped adults; and ways to relate programs to meet the needs of working adults.

15 2. Institutions, with assistance from the Education Department, should support regional educational information services.

15 3. The Regents should promote the development of regional bodies for the purposes of assessment of adult needs and the coordinated planning of educational opportunities to meet them. These bodies should include all educational institutions, as well as libraries, museums, proprietary schools, the media, government and community agencies, private industry, labor organizations, and representation of learner interests.

v.

Financing Lifelong Learning

16-19 A major barrier to greater adult participation in education is cost. If the State is to increase access to education for all who need and desire further education, the cost barrier must be lowered. This can be done by providing greater subsidies to institutions so that they can lower their charges to students, by increased aid to students, and by stimulating greater use of private funds. Some of the recommendations from the Report on how this can be done are:

19 1. Given the current complexities of institutional aid, and the range of organizations and agencies with a part to play in working out a solution, the Regents should appoint a Task Force on Financing Lifelong Learning. It should be charged with responsibility for: (a) reviewing existing sources of public support for adult, largely part-time, students in both credit and non-credit programs; (b) studying existing arrangements for allocation of State funds and proposing such changes as may be deemed desirable; and (c) recommending policy regarding the offering of fully self-supporting programs in public institutions.

The Task Force should include representatives of the Education Department, State University, City University, private colleges and universities, the Governor's Office, and the Legislature

19-20 2. Part-time credit students should be eligible for the Tuition Assistance Program and loans. The total amount that an individual may receive should be no greater than the amount that would be received if attendance were on a full-time basis.

20-21 3. The long-term funding policy for lifelong education should emphasize aid to students through some form of entitlement, with great latitude as to the purposes for which the funds may be used.

4. New York State should vigorously support extension of Federal financial aid assistance programs to cover a broader range of the educational needs of adults.

22 5. State and Federal tax laws should be changed to encourage greater participation in education by adults. At present, under Federal tax rules, only education required to keep one's present job is deductible. The State Education Department should support State and Federal efforts to broaden the tax deductibility of educational expenditures.

Quality Education

Regents goal: Citizens of the State should have access to excellent quality education which is guaranteed through the maintenance and monitoring of appropriate standards, the assurance of academic freedom, and the acceptance of academic responsibility.

23-24 It should be recognized that the part-time adult student is a fully committed, serious student who expects part-time educational programs to be at least equal in quality to those offered in traditional full-time programs.

To offer part-time programs below the standards maintained for full-time programs, not only means the eventual loss of adult clientele, but also is an inequitable treatment of students based on their part-time, often non-credit, enrollment status.

To maintain quality for part-time students, the Report recommends:

1. The standards of excellence established by each postsecondary institution for its traditional programs should also be maintained for part-time programs, with such adjustments as may be required by the special needs of adults.

2. "Consumer protection" provisions should be adopted by all educational institutions.

3. Institutions should develop procedures for evaluating their continuing education programs on a regular basis.

4. The Education Department should include evaluation of continuing education programs in each regular registration visit.

24 5. The Regents should establish guidelines for the use of CEU's by institutions, but at the same time they should promote ways to move the entire credit and credentialing system to a competency basis.

25-26 6. Institutions which grant credit for knowledge acquired through work and life experience should establish clear policies and procedures for such awards.

26-29 7. Institutions which serve adults should seek to employ administrators and faculty with training and/or experience in the education and counseling of adults; programs to provide such training should be strengthened, and the State should develop a collaborative program of research related to lifelong learning.

Special Needs

Regents goal: There should be efficient allocation of resources, the opportunity to pursue postsecondary education without regard to geographic location, and responsiveness to changing needs.

30-34 To meet fully the Regents goals, there must be provision for those adults who cannot or prefer not to attend educational offerings in traditional settings. Economical ways must also be found to provide for special and unique learning needs. Various forms of "open learning" or "teaching at a distance" arrangements are being developed. The Report recommends continued support of such activities and the development in the Department of institutional arrangements for this purpose.

36-43 One of the most pressing current needs of New York State is for action to strengthen its economy. The Report recommends attention to work-education relationships by the Department, postsecondary institutions, employers and

labor unions. The Education Department is urged to promote the development of education benefit programs by all employers by such activities as the collection and dissemination of information on existing education benefit programs, the dissemination of information on successful programs and practices, funding of projects to facilitate use of education benefits, and advocacy of measures to increase incentives to provide such benefits and to decrease any disadvantages that might develop. It is also recommended that Work-Education Councils be established in interested communities.

Coordination

Regents goal: New York State should have a responsive system attuned to the changing needs of society, which is sufficiently flexible to adapt to those needs in a timely fashion

44-48 This goal can best be achieved by maximizing individual and institutional initiatives and responsibility. The basic recommendation is, therefore, a negative one; the State should not mandate regional coordination. However, there are valuable purposes that can be achieved by coordination, particularly in the identification of unmet needs and in the provision of information about educational services within a region.

It is, therefore, recommended that the Regents encourage and support a body in each region of the State to provide such coordinating functions as the participants deem desirable (see also point 3, p. iv.).

48-51 At the State level, one of the clearest actions the Regents could take to express their commitment to lifelong learning would be to place this area on a parity with their other major areas of concern. To achieve this objective, it is recommended that a new organizational component be established to bring together all of the current Department services to adults, including those now provided by the State Library and State Museum.

IX.

Planning for the Future

52-55 Looking to the future, if even half of the adults who are likely to be interested in further education, actually participate in some activity, the number of participants could well double in the next 25 years. Including the need for non-instructional services such as counseling and career planning, it can be anticipated that fifty percent of the State's adults will participate each year in some education-related activity. Given this demand, there are potential gaps between the likely supply and location of lifetime learning opportunities and the need for them. To close this gap, it is recommended that the Regents and institutions begin to plan now to make adjustments in enrollment patterns and services so that the resources of the State are utilized to maximum efficiency in meeting the needs of both full-time and part-time students.

Such adjustments should be made in conformity with a clear statement of Regents policy in support of opportunities for lifelong learning. All institutions affected by the 1976 Statewide Plan should be directed to plan and act in the next quadrennium toward making lifelong education a reality in New York State. The aim must be to provide adequate programs and funds so as to increase lifetime educational options. Only in this way can individuals and society ultimately get the education that best meets their mutual needs.

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I. PREFACE

This Report has been developed as part of the preparation of the 1976 Regents Statewide Plan for Postsecondary Education. That Plan, produced in accordance with legislative mandate, is designed to provide direction for the implementation of the mission of postsecondary education and the Regents goals. A number of task forces composed of Education Department staff were formed to prepare background reports for the Plan. Portions of those reports and their recommendations will be used in putting together the Regents Plan. The reports will be available to interested persons.

This Report is one of several that cover the special educational needs of adults. Others will deal with the following topics which will, therefore, not be covered in any detail in this Report:

Nontraditional Learning and the Use of Media
Continuing Education for Teachers
Continuing Education in the Professions
Continuing Education at the Graduate Level

It is hoped that this Report will be useful to persons interested in lifelong learning generally, as well as to those who may have specific program responsibilities in postsecondary institutions or in the Education Department. As a follow-up to this Report, there will be another one that will discuss the findings of the Study of Adult Education that have a bearing on lifelong learning issues beyond those that concern postsecondary education.

This Report is based on the work of the Study of Adult Education[1], on studies conducted under Priority II of Title I of the Higher Education Act[2], on preliminary results of the study conducted by the Division of Continuing Education[3], and on various studies done in other states and nationally.[4]

However, it is not just from recent studies that this Report draws support for the recommendations it contains. It seeks to draw wisdom from a long tradition of concern for adults in New York State.

As far back as 1891, the Secretary to the Board of Regents, Melvil Dewey, was instrumental in getting a University Extension Law passed by the State Legislature which provided resources to "promote, more widely extend to, and bring within the reach of the people at large, adults as well as youth, opportunities and facilities for education."[5]

One part of the Regents 1938 inquiry into the Character and Cost of Public Education in the State of New York, one of whose authors was Cyril O. Houle, was devoted to Adult Education. Just how much that report anticipated current discussions is suggested by the following brief citation:

> The distribution of the population according to age groupings indicates that there are approximately three times as many adults as there are children of school age; also, that the span of adult life is approximately three times as long as that of school life during childhood. By concentrating planning and expenditures for public education on only the first one-fourth of life, society puts itself in the position of declaring that education must be preparation and not participation.[6]

The theme of lifelong learning was picked up again in a 1960 report to the Regents, prepared by an Advisory Council on Adult Education under the chairmanship of C. Scott Fletcher, entitled, Continuing Education for Adults and the State of Yew York[7]. It argued that education is an "open-ended" process rather than a terminal one.

Since becoming Commissioner in 1970, Ewald B. Nyquist has promoted the opening of education opportunities to people of all ages and circumstances. As he has said on several occasions recently:

> .....We need a new kind of educational process geared to support human development throughout life, a process in which the emphasis will be on learning how to learn, not the mere acquisition of facts; one which regards the entire community and its resources as the context in which learning takes place; which anticipates future needs in time to respond to them; which will equip people with the skills required for socialization and mastering change--changing environments, changing life-styles and changing values--and for expanding the capacity for each individual learner to become open to alternative truths, able to distinguish prejudice from error, less gullible, and more in control of oneself and one's environment.[8]

One of the primary results of this view has been the establishment of the New York State College Proficiency Examination Program and the Regents External Degree. The State University's Empire State College is a similar undertaking to increase educational options.

In a related development, last year the Chancellor of State University appointed a Task Force on Part-Time Students. Its report was issued while this report was being written.[9] (See Appendix A for the precis of the report.)

Since the Task Force and Education Department staff had access to the same sources and State data, it is not surprising that we have reached similar conclusions regarding the present status and future prospects for part-time study. We both agree that part-time students are a significant part of the student body now and that their numbers will grow in the future. Just how large that growth in SUNY will be will depend in large measure on policies adopted by SUNY and the State.

What is significant is that we have independently identified similar problems that require attention and reached similar conclusions regarding the ways to deal with the problems.

Because the Task Force was an internal SUNY group, it had detailed knowledge of the specific problems that must be overcome to meet the needs of part-time students within the SUNY system. Its report speaks clearly and well to these specifics. The Education Department group has looked more broadly at the policy issues that must be addressed on a statewide basis to meet the needs of part-time students. This report reflects that perspective.

The two reports are, therefore, highly complementary to one another. We urge that they be read together by those who must make decisions about policy, both statewide and within the SUNY system. Taken together, we think their message is clear: provisions for part-time students must be a signifi-

cant factor in all planning for the future of postsecondary education in New York State. Such provisions will require major changes in policy and practice. If the necessary changes are made, not only will the State have met its responsibility to provide parity of services to all students, it will also have vastly increased the quality of the human resources upon which its future depends.

We had thought at this point of summarizing the recent thinking about lifelong learning in this country and the world. However, this has been done succinctly in two recent papers, one by James Broshart for the U. S. Office of Education,[10] and the other by Carol H. Schulman of the ERIC Clearinghouse on Higher Education. Her final paragraph is really the staring point for this Report:

> Dissatisfactions with the current front-end-loaded model of postcompulsory education appear to be causing educators, governments, and students to seek reforms that would enhance educational opportunity throughout the course of a lifetime. While public policy discussions continue, single and cooperative institutional efforts to reach nontraditional students are underway. These new efforts could prove to be the resource material and the foundation for any lifelong learning policy that is developed.[11]

Finally, there is a matter of terminology and definitions to be clarified. The matters discussed in this Report are referred to in current usage by a large number of terms: continuing education, lifelong education, lifelong learning, recurrent education, non-traditional studies, and more. In this Report we shall primarily use the terms "lifelong learning" and "continuing education." We make a distinction between "learning" as an activity or process by which individuals acquire new knowledge, skills or attitudes, and "education" as the process that facilitates learning. In its broadest sense, learning is life-long, continuing from infancy to death. For purposes of the Report, the term "lifelong learning" refers to those activities intentionally undertaken by adults who have leftthe traditionally sequenced educational system. The focus is on activities provided by postsecondary institutions for students

who usually study part-time and do not consider their role as student their primary occupation or responsibility. Such part-time study may be less than full-time study in traditional programs, but it also includes study that may be "full-time" for short periods, such as week-end seminars and intensive summer programs.

The term "non-traditional" is sometimes used to refer to the students with whom this Report is concerned, and it also refers to variations from the "traditional" modes of delivery of education--variations as to time, place, method, and media. In this sense there may be "traditional" or "non-traditional" programs for either "traditional" or "non-traditional students. Since the desirable aspects of everything that is now "non-traditional" should soon become "traditional", it might be best to use the term "lifelong education" to refer to all of education, to use "continuing education" to refer to that portion of "lifelong education" for adults that is delivered by educational institutions, and to use "non-traditional" to refer to that changing constellation of practices that at any time may be new.

II. INTRODUCTION

The central argument of this Report is that the Regents' goals for postsecondary education can only be fully achieved if the lifelong learning needs of adults are met. New York, therefore, should conceive of postsecondary education in terms of its contribution to meeting the needs of all its adult citizens. Accessible and diversified learning options for adults have the potential for reducing social ills such as functional illiteracy, welfare dependence, individual demoralization, and social instability, and also offer the prospect of enhancing the State's culture, economy, and general quality of life.

Historically, our educational system has been institutionally-based and youth and degree oriented. The rapidity of social, political, and economic change, however, makes inadequate such a "front-loaded" educational system. To develop their full potential as human beings and to contribute effectively to their work, families, and society, adults need lifelong educational opportunities which renew and enhance their skills, abilities, knowledge, and understanding.

Some of these opportunities will be provided by the "formal" postsecondary institutions. Much support for adult learning will also come from libraries, museums, the media, community organizations, and other "non-formal" agencies. Together with the "formal" institutions, they will need to orchestrate their services to satisfy the diverse needs of a growing population of adults. Some of this is already occurring but much more will need to be done. This will require major changes in policies and practices.

There are a number of compelling reasons why these changes should occur:

First there is the "demographic imperative." Over the next quarter century, the bulk of New York's population growth will occur in the 30 to 55

age group. During this period, the State's total population will increase only 6.6%; the number of elementary school children will decline 7%, the high school-college age group will decline 14%; but the number of adults between 30 and 55 will grow 39%. This expanding population of adults will also have achieved a higher level of education than prior generations. Since in the past, persons with more education have tended to participate more in education as adults, it can be anticipated that there will be a growing demand for education by adults.

Moreover, recent research on adult development indicates strongly that, as individuals pass through various life stages, their learning needs change. This will have profound impact on the nature of educational programming, with perhaps the most dramatic effect on provisions for the elderly, as it comes to be recognized that the capacity to learn and benefit from education continues almost to the very end of life.

Second, there is the "educational imperative." The conditions of a rapidly changing and increasingly complex society place great demands on the individual. Just to cope minimally with the day to day problems of living, to say nothing of living well, requires higher levels of knowledge and skills than ever before. This reality is reflected in the recent finding that one in five American adults does not have the skills to function in our society. [12]

Furthermore, because of the speed and character of the changes that will occur in the future, no amount of education in youth can fully prepare people to meet the needs of their adult years. Nor should education try, in a few early years of schooling, to prepare individuals for life. There is much that people can and do better learn as they mature. It is increasingly being recognized that learning that occurs when the time for it is right, is far more effective and meaningful than learning undertaken in anticipation of a possible future need.

Thus what we are now discovering is that learning is an integral part of human development, and that opportunities to learn are, therefore, essential conditions for all individuals.

Third, there is the "social imperative." Adult learning is a good State investment. Many of the choices which adults must make about political, economic, and social goals generally and about education more specifically involve critical values. The rapidity of social change in New York State makes inadequate a "one-chance" or "front-end-loaded" system where opportunity exists primarily for youth. State support for adult education permits people of all ages to continue to develop their full potential as citizens and human beings. It allows them to keep up to date with their skills, develop new competencies, and adjust to the growth of knowledge and the change of culture. And it may well help to reduce costly social services, social instability, and individual demoralization. In short, State support for adult education will encourage "copeability" in the future.

In addition, technologically advanced societies such as New York's require periodic renewal of their human capital. There is an imperative economic need for adult educational opportunities. Economists have explained this need by noting that such opportunities are a national capital investment. The presence of a large number of adults whose inadequate education or training forces them out of the economy also becomes a retarding force in that economy. To do less than constantly retool the labor force is to invite continuing unemployment, inflation, loss of markets, reduced income and taxes, reduced services, and a sense of alienation and frustration.

As one example of how the "social imperative" may produce large social benefits, consider the matter of medical care costs. In fiscal 1975 personal health care spending was over $103 billion.[13] Although there is sizeable

spending on health care information and education, it is not nearly as extensive as it might be. A considerable portion of health care expenditures might be saved if there were more extensive health care education. In addition, lack of knowledge about health has far-reaching consequences. A recent CBS documentary noted that, as a result of an emergency heart care program in Seattle, a major part of which involves public education on how to render emergency care, half of the persons who survive heart attacks in Seattle would probably have died if the attack had occured in any other city. Also, Harold Hodgkinson has pointed out that "60% of all women at the poverty level have malnutrition serious enough to damage their children.... More than one million children under four years of age have stunted brain growth due to malnutrition."[14] While education is not a remedy for poverty, much malnutrition is due, not to lack of means, but to lack of knowledge of how to use the means available.

While health care education aimed at young people is essential for a sound lifetime health care program, it is not a substitute for information and education programs addressed to adults. As in so many areas, education has its maximum impact when the learning is related to a current need.

Finally, there is the "equity imperative." There are significant numbers of adults who need and want educational opportunities but are barred from them by various factors.

Education is a State responsibility, and if there are adults who need it, the State has as much obligation to see that it is provided to them as it does to provide for the education of the young. Many people expect adults to provide for their own education. Many can and do, but many others cannot and do not. Contrary to some beliefs, New York State does not lead the nation

in educational attainment. As of 1970, thirty-six other states surpassed it in the proportion of their adults who had completed four years of high school or more.[15] And while the State does provide many educational opportunities for young adults who can study full-time, beyond the high school level access is limited for older adults who must earn a living or raise a family. The working man or woman, the homemaker, the poor, the elderly, some ethnic minorities, all tend, to a greater extent than others, to be excluded from these opportunities. State policies and institutional practices discriminate against those who cannot afford to pay the total costs of education.

If education for adults is as vital as the preceding discussion of the educational and social imperatives suggests, then the State has a responsibility under its general concern for the education of its citizens to insure that there is equity of access and, indeed, the first of the Regents goals for postsecondary education is directed at this concern.

III. OPEN ACCESS

Regents goal: All citizens should have the opportunity to pursue post-secondary education, without regard to age, sex, race, creed, national origin, geographic location, or economic status.

The current adult enrollments in New York State indicate a measure of success in achieving open access. In 1975, there were about 1.4 million adults enrolled in school or college part-time programs: 955,000 in high schools and BOCES, about 373,500 in undergraduate or graduate degree-credit programs, and 82,000 in non-credit courses in public and independent colleges and universities.

The current participation rates, however, fall short of the Regents goal to open access. Surveys by HEA Title I Priority II projects demonstrate that the adult part-time college participant is white, middle or upper income, professional, and previously well-educated: the blue collar, low income, older adult, women, and minority groups are not well-served by postsecondary institutions.

The enrollment figures, or demand (12% of the adult population), also do not reflect the degree of interest of adults in further education. For example, data from the HEA Title I projects in the Central Region indicate that 97% of the adults in the region are interested in further education. In the Northeast region 34% are definitely interested; in the Genesee region, 24% of the non-participating adults are definitely interested and 25% are probably interested. Among the lower income population on Long Island, 41% have a definite reason to consider further education and 25% more may be interested in additional education; only 10% expressed no interest in further learning.

The variation between regions in the number expressing interest in further education reflects differences in sampling techniques and the nature of the specific questions asked. What is clear is that a majority of the adult population is interested in pursuing further education but does not currently participate.

The level of adult enrollment in postsecondary education does not begin to match the degree of interest in further learning because many barriers exist to their participation. The following chart identifies the reasons why interested adults in several New York State higher education regions fail to participate in postsecondary education. The primary barriers are cost and time. Other barriers can be categorized as those relating to the lack of information, advisement and counseling, as well as institutional or administrative barriers and personal barriers.

The issues and recommendations which focus on the financing and cost barriers are discussed separately in the following section. Of primary concern here are those barriers to open access which relate to the provision of information, advisement, and counseling services and to admission procedures and program scheduling.

Access to educational opportunities depends upon one's knowledge of their existence. A lack of interest often reflects a lack of knowledge. The HEA Title I projects and the New York State Public Library Adult Independent Learner project are recent efforts to provide better information to adults on educational and career opportunities. Funded by Federal short-term monies, these projects merit the full support of the institutions and public they are designed to serve. The provision of adequate information is essential to the elimination of a simple barrier to participation and further enhances the likelihood of participation by those already exploring avenues for further education. The provision of adequate information requires special efforts at coordination among institutions and is, therefore, discussed further in a later section on "Coordination".

The need for advisement and counseling services is suggested by indications of lack of confidence, a feeling of being too old, of not meeting

BARRIERS TO ADULT LEARNING[16]

						Open Access		
		U.S. (a)	Northeast (b)	Genesee (c)	Genesee (c) Blue Collar	Central (d)	Long Island (e)	L.I.-EOC (e)
1.	Cost, including tuition and incidentals	53	36	37.5	65.3[3]	17.7	63.6[7]	63.1[8]
2.	Not enough time	46	54	21.8	32.9	33.1	24.7	14.6
3.	Don't want to go to school full-time	35.1	-	-	-	-	-	-
4.	Home responsibilities	32.1	46	17.2	46.6	1.1	34.1	18.2
5.	Job responsibilities	28.4	38	9.9	26.6		28.9	20.3
6.	Amount of time required to complete program	20.8	14	17.1	37.3		16.8	15.0
7.	Afraid that I'm too old to begin	17.2	-	12.3	23.7	1.6	-	-
8.	No information about where I can get what I want	16.5	26	8.4	13.2	5.0	13.4	-
9.	Courses I want aren't scheduled when I can attend	15.7	28	10.1	18.3	-	18.6	-
10.	Strict attendance requirements	14.9	-	-	11.5	-	-	-
11.	Low grades in the past, not confident of my ability	12.5	22	5.9	14.6	2.4	-	-
12.	Courses I want don't seem to be available	12.0	-	9.2	10.0	6.5	15.4	-
13.	No child care	11.2	13	3.2[1]	9.7[4]	2.8	-	-
14.	Too much red tape in getting enrolled	10.4	-	5.4	15.9	-	-	15.0
15.	Not enough energy and stamina	9.4	32	5.4	7.8	1.5	-	-
16.	Don't enjoy studying	8.8	16	4.0	9.3	-	-	-
17.	No transportation	8.4	16	7.0[2]	16.0[5]	9.8[6]	-	47.4[9]
18.	No place to study or practice	7.1	-	1.6	3.9	-	-	-
19.	Tired of school, tired of classroom	6.1	-	6.4	5.9	-	-	-
20.	Don't meet requirements	5.8	-	5.7	13.2	1.5	-	-
21.	No way to get credit for a degree	5.3	-	1.9	5.9	-	-	-
22.	Don't know what I'd like to learn or why	5.1	14.0	7.3	5.4	-	16.5	-
23.	Hesitate to seem too ambitious	2.8	-	1.1	3.7	-	-	-
24.	Friends or family don't like the idea	2.6	-	1.9	1.7	0.6	-	-
25.	Other	2.2	-	-	4.1	4.3	-	-

Footnotes:

1 No child care, 2.4%; cost of child care, 0.8%
2 No transportation, 4.3%; cost of transportation, 2.7%
3 Tuition costs, 41.0%; cost of learning materials, 24.3%
4 No child care, 4.1%; cost of child care, 5.6%
5 No transportation, 6.0%; cost of transportation, 10.0%
6 No transportation, 5.0%; distance, 4.8%
7 Tuition costs 49%; cost of learning materials, 14.6%
8 Tuition costs, 44.3%; cost of learning materials, 18.8%
9 No transportation, 28.6%; cost of transportation, 18.8%

requirements, a dislike for red tape, and a lack of understanding of what one would like to learn and why. The national[17] and California[18] surveys analyzed these barriers in depth and found a strong interest in: assessment of strengths and weaknesses in various subjects and skills, analysis of and guidance in educational and career objectives, referral to appropriate resources, assessment of prior learning, and assistance in admission procedures. Such a broad range of non-instructional support can only be provided through adequate counseling and guidance programs or services. The strength of adult interest in such advisory help suggests that the very creation of such services will generate an increasing demand for them, just as the creation of an educational institution in a community creates its own unanticipated clientele.

A number of barriers to participation are generated by institutional policies, procedures, and facilities. Enrollment red tape, lack of transportation, poor scheduling, lack of study places, lack of child care, and inaccessibility of many buildings for handicapped persons are barriers which institutions can eliminate. Classes can be offered off campus: for example, at work sites, churches, libraries, and community centers. Programs can be offered at times appropriate to the clientele: during school hours for women with children, during lunch hours for workers, and during evenings or weekends for the great majority of adults. Requirements for matriculation, for high school records, and on-campus registration can be amended to accommodate the varying situations of adults. It simply does not make much sense to ask adults who have been out of school for years for obsolete high school records.

One group of adults who have received little attention from postsecondary institutions in the past are the handicapped. As Frank B. Withrow of the USOE, Bureau of Education for the Handicapped says:

> There are three basic problems that face the handicapped adult with respect to continuing education. The first problem is that "under education" in the elementary, secondary, and even post-secondary schools means that many handicapped people have not had the opportunity to develop the basic skills required in a learning society. Consequently, their reading ability, writing ability, and general knowledge is less than the general populations. The second factor is a lack of accessibility to learning opportunities. For the physically handicapped, that is, the orthopedically handicapped, the blind, and the deaf there are many barriers which restrict their effective development of lifelong learning styles. For example, even the best educated deaf person may have services within the community cut off to him because of his communication problems. For example, he cannot avail himself of such courses as Planned Parenthood, Community Art Programs, or a wide variety of night school and continuing education programs because of an obvious communication barrier. The blind person is restricted in terms of print matter and the orthopedically handicapped person is limited in his ability to find barrier-free educational environments accessible to him. A third factor is a limitation of programs designed for horizontal growth. In a society which requires five to six job changes during a work life, the handicapped person is frequently at a disadvantage because of the lack of opportunities for horizontal growth. Where can one learn a new skill which is comparable to a skill which may have become obsolete? [19]

Recommendations

1. Each institution should review its policies and programs in terms of its commitment to lifelong education to assure that students are treated equitably in the assignment of resources and the provision of services, regardless of the students' age or status as a full- or part-time, degree or non-degree student. Areas for special attention should include tuition and financial aid policies and practices; counseling and support services; the scheduling and location of part-time offerings, with special attention to handicapped adults; and ways to relate programs to meet the needs of working adults.

2. Institutions, with financial assistance from the Education Department, should support regional educational information services. (See also below, pages .)

3. The Regents should seek funds to support regional bodies for the purposes of assessment of adult needs and the coordinated planning of educational opportunities to meet them. These bodies should include all educational insti-

tutions, as well as libraries, museums, proprietary schools, the media, government and community agencies, private industry, labor organizations, and representation of learner interests.

4. The role and value of independent non-institution-based advisement and referral services, such as the Regional Learning Service in Syracuse, should be assessed to determine if they meet otherwise unmet needs and can do so at a reasonable cost.

Financing Lifelong Education [19A]

As noted in the previous section, a major barrier to greater participation in education is cost. If the State is to increase access to education for all who need and desire further education, the cost barrier must be lowered. This can be done by providing greater subsidies to institutions so that they can lower their charges to students, by increased aid to students, and by stimulating greater use of private funds.

Institutional Aid

At present most State aid for postsecondary education goes to support programs for full-time degree credit students. The State does provide some support for adults of concern in this report through various categorical aid programs and some general aid to institutions for part-time students. The amount and percent of aid varies depending on the type of institution. The following is the situation in postsecondary institutions:

a. Community Colleges (including those in New York City)

- 35 percent State support of operating budgets based on full-time equivalents (FTE); part-time students in all but some non-credit courses counted in FTE.
- Some funds for handicapped, disadvantaged and other special programs.

b. Agricultural and Technical Colleges

- 100 percent support of operating budget based on FTE. Tuition goes to State. Part-time credit sutdents only counted in FTE.

c. All SUNY Four-Year Colleges, University Centers, and Educational Opportunity Centers [20]

- 100 percent State support of operating budget based on FTE.
- Tuition goes to State. Part-time students in all but some non-credit courses counted.

d. CUNY Senior Colleges and Graduate School

- 50 percent State support based on FTE; part-time matriculated and credit non-matriculated students counted in FTE. Non-matriculated part-time students pay tuition.

e. Private Colleges and Universities

- "Bundy" aid for degrees granted including those earned by part-time students.

f. BOCES

- Salary of adult education coordinators reimbursed on aid formula to maximum of $8,500.
- Grants for adult vocational courses (Federal funds)

Thus the State's share of the cost of the education of an adult could vary from 100 percent to zero depending upon which institution the individual happened to attend; the cost to the student for the same course could vary from nothing to more than $95.00 a credit in a private college; and an instructor could be paid at a different rate for teaching the same course at two or more different institutions.

We were unable to get reliable figures on the total amount of State aid that supports adult students, but all who are responsible for programs for adults are convinced that it is less than it should be. With more funding, more adults could be served and a wider range of programs offered.

More aid could be provided by increasing the State's share in the formulas listed above and/or by increasing categorical program funding.

Along with consideration of such increases there needs to be an examination of the question of whether it is good State policy to have such variations in State aid and good educational policy to allow the cost to the student to differ so widely without any necessary relation to the nature of quality of program taken.

There are other problems as well. It is argued by institutions whose aid for part-time students is based on FTE that this arrangement is unfair since the several students who may contribute to one FTE require more overhead for such services as counseling, library, and administration than does one full-time student. They argue that there should be some additional weighting formula for part-time students so that they may be provided with services equivalent to those given full-time students. The merits of this argument and the proposed remedy need to be examined.

The converse of this position is also advanced. It is argued that the cost to institutions of part-time students, whether credit or non-credit, is not nearly as high as the amount received as aid or fees. Thus, the part-time student is helping to carry the rest of the program while being denied services that he could well use.

A related complaint from some continuing education administrators is that they do not know how much State aid is earned for their institutions by adult students and so have no way of knowing if they are getting their "fair" share of the institutions's budget.

Furthermore, the continuing education budgets must include an addition for fringe benefits of 32 percent of salary for instructors even if they are otherwise fully covered. It is felt that this unfairly reduces the amount available for services to students.

Another FTE problem has to do with a determination of which non-credit courses can be counted. Practice differs among institutions and there is a running debate on this issue with State auditors. One possible solution that has been suggested and adopted in other States is to provide State support for all non-credit work but using a different unit than the credit hour (FTE) such as the new Continuing Education Unit (CEU).

Even where programs are fully self-supporting, State policy requires that after two years they be included in the FTE projections. This is felt by some to limit the capacity of such programs to continue to grow if there is growing demand. Should there be any limits on a public institution offering any course within the areas of its approved programs, if there are students willing to pay the full costs of such programs?[21]

Recommendation on Institutional Aid:

1. Given the current complexities of institutional aid, and the range of organizations and agencies with a part to play in working out a solution, the Regents should appoint a Task Force on Financing Lifelong Learning. It should be charged with responsibility for: (a) reviewing existing sources of public support for adult, largely part-time, students in both credit and non-credit programs; (b) studying existing arrangements for allocation of State funds and proposing such changes as may be deemed desirable; and (c) recommending policy regarding the offering of fully self-supporting programs in public institutions.

The Task Force should include representatives of the Education Department, State University, City University, private colleges and universities, the Governor's office and the Legislature.

2. All institutions should examine their tuition and financial aid policies and practices to be sure that part-time students are treated equitably.

Extension of Student Aid to Part-Time and Non Credit Students

The preceding financing arrangements provide money to institutions which then use it to provide programs that they hope will appeal to students. In some cases the amount an institution receives depends on the number of students enrolled. An alternative approach to financing is to provide funds

to students for use in institutions and programs of their choice. The funds may be in the form of grants, such as the Tuition Assistance Program (TAP), or loans. In both of these programs the amount of money a student may get is related both to need and the cost of tuition at the institution attended. Both programs are now restricted to full-time degree students. Several steps that could be taken to extend these programs to adults who are not full-time students would be:

1. Making part-time students eligible for TAP on a basis related to the number of credit hours taken. One estimate for the cost of such extension in 1975-76 is $40 million.
2. Extending TAP also to some non-credit programs.
3. Making part-time students eligible for loans with appropriate provisions for beginning the payback period.

Each modification of the aid-to-student approach that reduces the restrictions on the conditions under which the aid may be used moves the aid toward a voucher or entitlement approach. An educational entitlement is a claim given to individuals for a certain amount of education (for example, twelve years of free elementary and secondary schooling) or a certain amount of money that may be used for educational purposes (for example, veteran's educational benefits usable for tuition and expenses). Applied to the education of adults, all restrictions as to time of use would be removed and the choice of education options would be very broad.

There are many alternative approaches to entitlements.[22] The Federal BEOG program is a move in this direction, as is the GI Bill. The Study of Adult Education has been exploring this concept intensively[23] and has identified the questions that need to be examined to determine its viability.[24] While not an idea for the immediate future, it may become attractive as the

need for lifelong learning is more widely recognized and if it is determined that the best financing approach is to provide aid directly to students.

As the need for aid to adult students grows, primary reliance will have to be on Federal funding for several reasons:

1. States like New York are going to be hard pressed to meet other priority needs. Much as they may wish to help adults, their resources are going to be limited.

2. Since the Federal government will be the primary provider of aid to traditional full-time students, coordination with these programs will be easier if aid for adult students is also provided by the Federal government. Indeed, the most desirable approach may well be to modify existing programs so that they serve adults as well.

3. Because of population mobility, it will be very difficult to meet the lifelong learning needs of adults through state-based programs. Adults who move from one state to another may either lose benefits or gain more than a fair share by qualifying for assistance in more than one state.

4. The mobility factor also means that the societal benefits of education may not accrue to the state in which the individual is educated, thus making educational provisions for adults more of a national than an individual state concern.

Recommendations on Aid to Students

1. There should be no age limitation on eligibility for the Tuition Assistance Program.

2. Part-time credit students should be eligible for the Tuition Assistance Program and loans. The total amount that an individual may receive should be no greater than the amount that would be received if attendance were on a full-time basis.

3. The long-term funding policy for lifelong education should emphasize aid to students through some form of entitlement, with great latitude as to the purposes for which the funds may be used.

4. New York State should vigorously support extension of Federal financial aid assistance programs to cover a broader range of the educational needs of adults.

Stimulating Private Funding

Currently a major source of support for part-time students, other than their own resources, is financial assistance from employers. While there is no accurate data on the total amount involved, it is certainly large and could be much larger, as we have already suggested above (page). Since business responds very much to tax incentives, tax provisions should be adjusted to encourage greater expenditures by employers and employees. For example, under present Federal tax regulations, only educational expenditures to maintain one's present position are deductible; education taken to prepare for a new position or for personal development is not deductible. There are also ways to increase the tax advantages to employers for support of education.

Recommendation on Private Funding

1. State and Federal tax laws should be changed to provide increased incentives for educational participation both by employers and individuals.

2. Funds should be made available to institutions for outreach efforts in areas where there are concentrations of employees with educational benefits. Services might include information and counseling, placement of programs at or close to work places, and other accommodations to meet the needs identified by the employees. It is likely the funds for this purpose can be found in existing Federal programs or will become available shortly.

IV. QUALITY EDUCATION

Regents Goal: Citizens of the State should have access to excellent quality education which is guaranteed through the maintenance and monitoring of appropriate standards, the assurance of academic freedom, and the acceptance of academic responsibility.

It should be recognized that the part-time adult student is a fully committed, serious student who expects part-time educational programs to be of equal or higher caliber to those offered in traditional full-time programs. As a non-captive audience, adults carefully sort their priorities among work, family, education, costs, and time; and frequently are more highly motivated and selective in their educational undertakings than the traditional college-age student. Some of the adult part-time study is at the graduate professional level, for reasons of job advancement, re-entry into the labor market, or to meet new mandates for continuing education in the professional fields. In addition, part-time undergraduate programs may be the only avenue for working adults to complete personal educational goals which may or may not be degree-oriented.

To offer part-time programs below the standards maintained for full-time programs not only means the eventual loss of adult clientele but also is an inequitable treatment of students based on their part-time, often non-credit, enrollment status. Adults as consumers of education, should be fully informed through institutional brochures or catalogues of the institutional mission and charter and what can be expected from a specific program.[25]

Recommendations

1. The standards of excellence established by each postsecondary institution for its traditional full-time programs should also be maintained for part-time programs offered by that institution, with such adjustments as may be required by the special needs of adults.

2. Institutions should develop procedures for evaluating their continuing education programs on a regular basis. These evaluations should give careful attention to the impact of the program on the student and should examine whether student goals were achieved.

3. Consumer protection provisions should be adopted by all educational institutions.

4. The Education Department should include evaluation of continuing education programs in each regular registration visit.

Continuing Education Unit

Much of the educational offerings taken by adults are not for credit. In recent years the Continuing Education Unit (CEU) has been promoted as a uniform unit of measurement to facilitate the accumulation and exchange of standardized information about individual participation in non-credit continuing education. Guidelines for the use of CEUs have been developed[26], and many institutions and professional associations have adopted the CEU. The State University of New York has authorized its individual campuses to use the CEU, only requiring that they essentially adhere to the national guidelines.

There are, however, a number of problems associated with the growing use of CEUs:

1. The Education Department is currently involved in a number of efforts to broaden the use of traditional credits and more clearly to define their meaning. There is a considerable emphasis here and elsewhere in the country on identifying the competence represented by credits. The CEU is a purely time-based measure and may only serve to further confuse an already confused subject.

2. Continuing education has a problem gaining acceptance as a legitimate academic activity. There is a danger that the CEU will permanently

confirm an invidious distinction between "creditable" and "non-creditable" education.

3. It is almost inevitable that eventually efforts will be made to equate a certain number of CEUs to a certain amount of credit. The proponents of CEUs insist that they will not allow this to happen, but it is hard to see how they can resist the inevitable pressures from students who have, in good faith, accumulated numbers of CEUs and then decide that they wish to apply them toward a degree or certificate.

Recommendation

Recognizing that many agencies are finding the CEU useful, and that students welcome them in recognition of work completed, the Regents should authorize use of CEUs, requiring only that at least the provisions in the national guidelines be adhered to. The Regents efforts should be devoted to broadening ways in which individuals may earn credits and to moving the entire crediting and credentialing system to a competency basis. Such a move would be most consistent with the concept of lifelong learning in which the emphasis is on continuity not termination.

Credit for Knowledge Gained Through Work and Life Experience

Still another way that institutions are recognizing the special needs of adults is by granting degree credit for competencies acquired outside of college courses through "life experience" or through educational offerings of non-collegiate institutions such as industry, community organizations and government agencies. The Education Department has issued guidelines for the granting of credit for life experience,[27] it has a project to provide assessments of educational progress in noncollegiate organizations,[28] and it has

College Proficiency Examinations and External Degree Programs.[29]

Empire State College has made the assessment of prior learning an integral part of its placement procedures,[30] and it and other New York institutions are participating in the Cooperative Assessment of Experiential Learning Project (CAEL), sponsored by the Educational Testing Service.

This direction should be continued and encouraged. One additional step that institutions should now take is to develop methods for granting credit for learning acquired in their own non-credit programs. If they are going to give credit for life experience and for non-credit courses offered off campus, there would seem to be little argument for not doing the same for on-campus non-credit work. Such a step would have an additional advantage of leaving the option open for the adult who may not be sure whether or not he or she wants a degree.

In the enthusiasm for increasing flexibility in granting credit, a danger that will be difficult to avoid is the debasement of standards for the granting of "non-traditional" credit. As institutions come under increasing pressure to expand adult enrollments, there will be great pressure to be more generous in the granting of credit as one inducement to get adults to enroll. If that does occur a shadow will be cast over the entire effort to broaden ways by which credit may be earned. To avoid this danger, vigilance will be required on the part of all concerned with both the quality and diversity of programs for adults.

A word of caution is required at this point against the possibility that some people may equate "easy" credit with low quality. The issue is not how difficult or easy it may be to earn credits but whether or not some valid level of achievement was required before the credit was awarded.

Educators of Adults

Another important aspect of quality is the capabilities of the administrators and faculty who serve adults.

The numbers of staff persons in adult programs in New York State is large and will, of course, have to increase if the number of participants grows as projected. In 1973-74 in the public schools of New York State there were the following staff to serve nearly 900,000 enrollees:

	Part-time	Full-time	Total
Administrators	1,250	220	1,470
Instructors	21,660	840	22,500
Total	22,910	1,060	23,970

Comparable figures for postsecondary institutions are harder to obtain because so many administrators and faculty serve both full and part-time students. Given the 455,500 enrollments in undergraduate and graduate part-time credit and non credit, it can be estimated that there might be about 7,600 different individuals teaching in these programs. (This assumes that there are an average of 30 students per class and each instructor teaches two classes.)

Many of these people, both administrators and faculty, do not have a primary commitment to the teaching of adults, did not have any special training to teach adults, and are not likely to teach adults for any extended period of time during their careers.

As an illustration, preliminary results from a recently completed Department survey indicate that three-fourths of the adult education administrators in the public schools are part-time; one-fourth of these have had two years or less experience in any type of adult education, while 95% of the full-time administrators have had more than two years experience.

As Paul Leagans has noted:

> Currently, for various reasons, largely monetary, there is little problem in finding teachers to put in adult classrooms, but not many are trained to teach adults. Most of them, ... simply come in the "side door" and carry over their methodology from day school to adult classes in the evening. Content and methodology poorly adapted to the needs and characteristics of adults are reported in many studies to be a major reason for class dropouts.[31]

The above paragraph refers only to staffs in the public schools but could equally be said of postsecondary institutions. In addition, industry, unions, government agencies and a wide variety of private agencies such as YMCAs and religious organizations, employ large numbers of persons to teach and counsel adults. The effectiveness of many of these persons could undoubtedly be improved by appropriate training. However, there is no evidence as to what specific training helps individuals become better teachers of adults, and many very successful teachers have had no specific training. Therefore, until there is more research done on adult learning, we do not recommend any prescribed preparatory program for adult teachers, counselors or administrators, and certainly do not recommend any licensing or certification requirement.

Nevertheless, since many persons who receive training to be teachers will probably be called upon to teach adults, it would be well for teacher preparation programs to take this reality into account in setting objectives and designing programs.

A necessary foundation for improvement in the provision of training for persons to work with adults is a solid base of knowledge about all aspects of adult education. While there are graduate programs in several universities, most notably at CUNY, Syracuse, Cornell, SUNY - Albany, SUNY - Buffalo and Teachers College, none of them alone has the strengths that New York will need to build a strong program in the future. Considerable resources would be required to build up a full program for research and training in any one of these institutions, resources that are not likely to become available. However, if a way could be found to combine existing strengths, it would be possible for New York to have the needed program with very limited additional resources.

Recommendations

1. Institutions which serve adults should seek to employ administrators and faculty with training and/or experience in the education and counseling of adults.

2. Institutions should provide in-service opportunities for administrators and faculty who do not initially have the desired qualifications to serve in adult programs.

3. Provision should be made in undergraduate teacher preparation programs for attention to the requirements for effective service to adults.

4. The Education Department should work with interested graduate schools and faculties to design a collaborative program for research to support lifelong learning and to prepare individuals for leadership in research, teaching, counseling, and administration.

V. SPECIAL NEEDS

Regents goal: There should be efficient allocation of resources, the opportunity to pursue postsecondary education without regard to geographic location, and responsiveness to changing needs.

Open Learning

To meet fully the Regents goal, there must be provision for those adults who cannot or prefer not to attend educational offerings in traditional settings. Economical ways must also be found to provide for special and unique learning needs. To meet these needs, various forms of "open learning" arrangements are being developed. New York State already has several of the key components of such arrangements. In the College Proficiency Examination Program it has a means for assessing learning no matter how attained and granting degree credit for it. In the Regents External Degree Program it has a means for granting degrees to those who are not able or do not choose to meet the requirements of campus-based degree programs. In Empire State College, various "University Without Walls" programs, and the adult degree programs of many colleges, it has flexible adult-oriented instructional programs. The Independent Learner Project of the Public Libraries provides still another avenue for adults to get learning assistance.

One approach to open learning is the provision of instruction at times and places of greatest convenience to the individual student. This usually involves some form of "teaching at a distance" and these days the most sought after way of doing this is through greater use of electronic media, particularly radio and television, although, for the future, computers may play a large role. It is also possible that, through use of media, economies of scale can be achieved, and that the reduced need for facilities and personnel can also keep costs low.

Teaching at a distance has itself two barriers to overcome: one is that most people indicate in surveys a preference for conventional instruction in conventional locations. This barrier is overcome as people gain experience with good teaching at a distance. The second barrier is the reluctance of most traditional institutions to extend their services to the student at a distance. The focus of Regents action should be to develop policies and programs that will help overcome this reluctance. The postsecondary community in New York State should be among the leaders in finding ways to deliver quality learning support services where and when people need them at a cost they and society can afford.

Indeed, several New York postsecondary institutions have been active in exploring use of instructional technology and media. What their experience has amply demonstrated is that media per se neither adds to nor detracts from learning. What counts is how well it is used by people - the people who develop the instructional materials, the people who design the delivery modes, and the people who use the end results. When properly used there is no serious question any longer that <u>some</u> people, for <u>some</u> subjects can learn effectively through technologically mediated instruction and that such instruction can help solve some of the major problems in achieving the goals of a comprehensive system of education.

However, fifteen and more years of experience with efforts to apply technology to education should make it evident that there are no miracle solutions. Education is a highly complex activity. Changes come, not in any sudden or dramatic breakthrough, but through the slow accretion of small successes. What is needed, therefore, is not a major State investment to produce a new system for teaching at a distance but modest funds to promote collaboration with efforts in other states, such as the University of Mid-America, and to accelerate the adoption, on a broader scale, of successes achieved in many

places here and elsewhere. There are hundreds, if not thousands, of instructional packages designed to support individual learning or to be used in various teaching-at-a-distance modes that have been developed by schools, colleges, private business and government agencies, including the military. They exist on video and audio tapes and cassettes, on film, on records and, most of all, in print. There is probably hardly a subject that any large numbers of persons might need or want to study that does not exist in some "packaged" instructional form.

There are four reasons why this material is not used more widely:

1. There is no way at present to know what exists. There is no single central catalogue of learning materials, nor is there any agreed upon system for classifying such materials.

2. There is no easy way to access what is known. Copyright laws pose one set of barriers. The cost of duplication and delivery is another, as is the complexity of working out arrangements with the owners of materials on how they may be used and under what circumstances they may be modified. Lack of major repositories is another.

3. Much of what exists is "situation specific". It was designed, properly so at this stage of development, to meet a specific need without regard, usually, to transferability to other situations. Attention is needed to ways to increase the payoff on investment in development by building transferability into more materials.

4. There are no standards for specifying the key charactertistics of any package: such items as the objectives, content, difficulty levels, teaching and learning styles, so that learners or their mentors can match learning needs and materials.

Steps have been taken in New York to overcome these problems. The Education Department's Bureaus of Mass Communication and Classroom Communication perform many clearinghouse and standardizing functions. Many BOCES have active media centers that primarily serve the public schools. The public library network has a film loan system.

Recommendations:

1. There should be established a New York State Instructional Resources Service Center with the following responsibilities:

a. Maintaining an inventory of instructional support materials together with evaluations of them.

b. In collaboration with similar agencies in other states and at the federal level, establishing standards for describing, classifying, and evaluating such materials.

c. Providing for the production, acquisition and distribution of such materials within the state, both to institutions and directly to individual users.

d. Creating an interagency loan system to facilitate exchange of materials and reduce duplication.

Given the similarity of these functions to those now performed by the public library system, the Instructional Resource Center should be established as a unit of the State Library. The Regional Councils proposed elsewhere in this report should be an integral part of this system.

2. There should also be created within the Education Department an Instructional Resources Improvement Fund. It could be started by combining funds from various present state and federal programs that provide funding for instructional materials development but should eventually be state supported. It should be charged with responsibility for:

a. Making grants to institutions, public and private, profit and non-profit, including the Instructional Resources Service Center, for the design, development, testing and dissemination of instructional resources.

b. Collaborating with other New York State government agencies and with agencies at the federal level and in other states to obtain development of materials too costly to develop with its resources.

c. Promoting collaboration among institutions in each region of the state for delivery of services to the public.

Physical Access

"Teaching at a distance" arrangements will meet the needs of only some students and even those who utilize such arrangements will, from time to time, desire access to learning centers where they can meet with faculty and other students. One of the frequently mentioned barriers to participation in learning activities is the location of learning centers, particularly those on college campuses. Past policy in New York State creates some difficulties for the future. The State has favored residential, on-campus, full-time degree credit enrollments for the traditional student entering postsecondary education from high school outside New York City. Hence a major portion of the postsecondary space outside the City is on campuses in less densely populated areas. As enrollments decline, the impact will vary greatly among institutions if the existing allocation arrangments are left untouched. It will simply not be possible for every institution to replace full-time students with part-time students. A major difference, after all, between full- and part-time students in this respect is that the latter are almost always commuters and the shorter the travel time the better. Therefore, institutions in low population density areas will have difficulty attracting part-time students no matter how many

spaces they may have or how attractive they try to make their programs. On the other hand, many institutions in high density areas may continue to attract large numbers of full-time students and feel little pressure to make accomodations for part-time students.

Recommendations

1. Enrollment projections should take into account the potential number of part-time students who could be served by a full range of programs on each campus. Institutions that, because of location, determine that it is not their mission to serve part-time students, should plan for larger proportions of full-time students than institutions that want and reasonably can be expected to serve larger numbers of part-time students.

2. Institutions in each region should plan together to insure that as full a range of services as possible are available within commuting distance of all citizens. These services should include information and counseling, support for independent study, appropriate occupational and professional programs, and, as a SUNY Task Force recommends, "availability of part-time instruction for at least the first two years of a liberal education."[32] Much of this service could be provided in public school facilities, many of which will also be underutilized in the future. This will require the kind of coordination among all providers in the region discussed elsewhere in this report (see below, pages 44-48.)

Work and Education

One of the most pressing current needs of New York State is for actions to strengthen its economy. The New York State educational system is deeply affected by the State's current economic difficulties. Beyond the immediate fiscal problems lies the fact that the State's economy and its educational system are fundamentally interdependent. The educational sector has the capacity to provide (a) short- and long-term manpower training and development, (b) technical and professional skill upgrading, and (c) basic and applied research to maintain competitive technologies. The educational sector, in addition, can also contribute to the development of programs to enhance the quality of work and life, both important in creating a more favorable economic climate. The capacity to provide manpower education, research and knowledge for effective worker participation should be developed fully wherever it can contribute to the development of the State's economic base. The extent to which the educational sector currently contributes, or could be encouraged to contribute, to the State's immediate and long-range economic development needs should be the subject of major attention by the State and postsecondary institutions.

One of the ways that the educational sector has traditionally related to the world of work is in the provision of management training. It can be expected that this area will continue to flourish as business turns to the rich resources of New York institutions both for programs and for the talent to conduct business sponsored programs.

Such management training is usually undertaken by larger enterprises. However, New York State has the largest number of small businesses in the nation and they too need help to survive and flourish. The State Senate Task Force on Critical Problems has examined this need. Among its recommendations is a proposal for a "Small Business Extension Service" whose "purpose would be

to translate knowledge within the educational community into operational business practices."[32A] Under the proposal, any higher education institution in the State would be able to bid for the privilege of having an Extension Service Unit. Whether through such a Unit or through other programs, postsecondary institutions should be exploring ways to serve the business community.

Equally important is attention to the educational needs of workers. As noted in the New York State 1977 Plan for Administration of Occupational Education:

> A significant segment of the adult population experiences problems of unemployment, underemployment, or underutilization. The New York State Department of Labor estimated that in fiscal year 1976, 2.8 million persons would be in the Universe of Need for manpower services. This category represents the total number of individuals, both unemployed and underutilized, who need assistance to become more active participants in the labor market, including: all unemployed persons; persons working part-time (less than 35 hours per week) for economic reasons--slack work, materials shortages, or unable to find full-time work; persons working full-time, but with earnings which do not raise the family income above the poverty level; and persons out of work who would seek employment if certain barriers were removed.[32B]

The Plan notes the special economic and educational needs of women, minority group members, veterans and migrant agricultural workers. Postsecondary institutions will have only a limited place in the provision of education and training for most such persons. However, the Plan does provide for Federal funds for FY1977 to "expand and strengthen cooperative arrangements among the BOCES, large cities, and two-year public colleges." Postsecondary institutions should be continuously examining the role they can play in helping meet the training needs of our society.

In addition to the direct occupational education needs of workers, there are broader educational concerns that are going to get increasing attention in the future. The work force in the State totals some 7.5 million

adults, including nearly 750,000 unemployed (March, 1976). Of these approximately 3.2 million (47%) are members of labor organizations. Many workers now have education benefits, some initiated by employers, some the result of collective bargaining agreements. The number of workers with such benefits either nationally or in New York State is unknown, although studies are under way to get the data. A U. S. Bureau of Labor Statistics 1974 study of 1,550 collective bargaining agreements covering 1,000 or more members found that sixty contracts covering 860,000 workers had education provisions.[32C] The potential funds available for tuition reimbursement, on the national level, may be very large: a 1970 UAW agreement provides for tuition refund entitlements of $760 per year per worker, which alone could amount to over $200 million a year.[32D] The utilization rate of this and similar programs is, however, low, averaging according to most estimates under 5% of potential. The reasons for this low participation rate will be the subject of an NIE-funded project which is also intended to propose alternative solutions. Major efforts by postsecondary institutions could, therefore, tap this potential source of students and funding.

A further indication of the potential is revealed by a HEA Title I survey conducted in the Central Region on "The Learning Needs and Interests of Adult Blue Collar Factory Workers." The Study was replicated with similar results in the Genesee Valley Region. Among the conclusions of the Study are the following:

1. More than half of the blue collar workers surveyed have been participants in adult education programs in the past ten years.

2. Younger workers who have a high school diploma are the most likely candidates to participate.

3. Most workers state preferences for utilitarian or job-related courses.

4. Few workers are interested in learning more about the liberal arts or general education fields.

5. More than half of the blue collar workers prefer being taught on the job.

6. Nearly half of the workers would be prepared to spend two evenings a week learning in the area of their choice, and another 20% would spend two or more days a week at their learning projects.

7. Over half of the workers would pursue an educational program for at least a year, and half of this group (26.2% of all the workers) say they would continue two or more years.

8. Workers with more educational background would participate longer than those with a more limited background.

9. Although desired courses tend to be utilitarian or job-related, most workers say they are also motivated to participate for reasons of personal enrichment or self-improvement.

10. The most frequently cited barrier to participation for the majority of the workers is the cost of tuition.

11. Lack of time, home responsibilities, and cost of learning materials are also important barriers for most workers.

12. Lack of information about people or places providing adult education prevents many workers from participating.[32E]

Given the interests of workers and the potential availability of funding from employers, the postsecondary institutions of New York can provide a broad range of educational programs ranging from special workshops and courses to traditional credit and degree programs. One area of interest is labor studies that focus on "work life and the organized labor movement" and are generally intended for labor union members. In a report of a nationwide survey of labor studies, Lois Gray of Cornell's School of Industrial and Labor Relations reports:

> More than 6,000 students are currently registered in labor studies credit courses in schools which offer a major in this field. Almost all of these students are part-time. Most are union members, with a sprinkling of community, government, and management. The are working adults, mostly over 25 years of age.[32F]

Many workers will also require supportive counseling, tutorial and remedial services. Programs may also require non-traditional delivery arrangements, for example, in work places or union halls or by television. A key consideration is that instruction be provided at times and places convenient to working adults.

Another feature of successful programs is the early involvement of labor-management advisory committees. Such groups provide the keystone to designing programs relevant to worker's needs:

> To be worked out through mutual agreement are such questions as course content, selection of faculty and materials, and evaluation of results. In return for this voice, unions are willing to carry responsibility for recruiting students, publicity, serving as guest lecturers, and promoting financial support from public funds.[33]

As a State with a large number of labor union members, New York should be encouraging broader contacts between postsecondary institutions and labor unions, building upon the pioneering program of such institutions as the New York State School of Industrial and Labor Relations, the College of New Rochelle Empire State College, LaGuardia Community College and N. Y. Institute of Technology.

Realizable program objectives between now and 1980 would be:

1. On an employer by employer basis to achieve at least a 10% annual participation rate of eligible employees in educational benefit programs.
2. To double the number of workers eligible for education benefits either through collective bargaining or by decision of the employer.

To achieve these objectives it will first be necessary to determine which firms have education benefits, how many employees are covered, and what the current utilization rates are. Responsibility for developing the benefit program will largely lie with labor and management. The responsibility of educational institutions will be for the development of educational programs to give the benefits maximum value to employers and participating workers.

In proposing expansion of educational opportunities for workers, there are two important aspects to consider, particularly if a portion of the costs is to be borne by employers:

1. The costs must be such so as not to increase further the disparities of doing business in New York State and in other states.
2. The benefits should be such as to increase the attractiveness of doing business in New York State and of being employed here.

For the longer term, there is yet another imperative for attention to lifelong learning that derives from the changing nature and place of work in our society. As Willard Wirtz has observed:

> Seventy-five years ago, at the turn of the century, waking hours for the vast majority of adults were completely dominated by the demands and rigors of making a living and raising a family. Moreover most people, men and women alike, were engaged in substantially the same occupation when they approached the end of the adult experience as they were at its beginning. Today, however: (1) earning a living and raising a family occupy--for men and women alike--about one-third of an adult's waking hours; (2) most women will have only two instead of five children; and (3) most men will shift from first one to another to a third occupation to earn their livelihoods. In 1900 at least one parent was dead before the youngest child reached the age of twenty-one. Today, most parents can look forward to about two decades of life after the last child has grown up and moved away.[34]

This situation, along with others described by Wirtz, leads him to conclude that:

> Some kind of provision for interspersing the earning and learning of a living, for interweaving employment and self-renewal, is going to have to be recognized as the essential condition for an effective career as worker, citizen, or human being.[35]

Others, including the OECD Committee on Education and Working Life in Modern Society, chaired by Clark Kerr, have reached similar conclusions.[36]

The challenge to postsecondary institutions in New York State is to devise new relations between themselves and employers, unions and individual workers so as to allow for new ways that individuals can combine earning and learning. This may require modifications of the scheduling and location of programs, it may require curricular innovations, and it will certainly require changes in attitudes by everyone regarding the relationships between work and education.

One possibility, proposed by Wirtz and well worth exploring for New York State, is the development of local Work-Education Councils that would bring management, labor, government, and the public together on a regular basis to develop local programs to meet the specific needs of each community and its employers and employees. In some communities there now are Industry-Education Councils that primarily relate schools to work. These could be expanded where they exist to include postsecondary institutions and to take on a large role. And labor-management committees in individual companies or industries should also be closely linked to such Councils. Local CETA Councils might also play a part in this effort.

Recommendations

1. Each postsecondary institution in the State should examine the ways in which it relates to the employers and workers in its community and publicly identify the provisions that it makes or proposes to make to relate its programs to the economic life of its community.

2. The Education Department should give heightened attention to the relations of education to economic development and work life.

3. Every employer that provides education benefits to his employees should be identified and a specific linkage arrangement should be developed between every such employer and one or more educational institutions.

4. A similar arrangement should be developed with every labor-management educational trust fund established through collective bargaining.

5. The Education Department should actively promote the development of education benefit programs by all employers by such activities as the collection and dissemination of information on existing education benefit programs, the dissemination of information on successful programs and practices, funding of projects to facilitate use of education benefits, and advocacy of measures to increase incentives to provide such benefits and to decrease any disadvantages that might develop.

6. Work-Education Councils should be established in interested communities.

VI. COORDINATION

Regents goal: New York State should have a responsive system attuned to the changing needs of society, which is sufficiently flexible to adapt to those needs in a timely fashion.

Regional Coordination

Legislators and others concerned with the allocation of resources to education frequently express concern about duplication of effort and competition for students among institutions within a region. There is also a lesser concern about the lack of services that may be needed but are beyond the capacity of any single institution acting alone.

During the course of this study we have explored this issue with a great many persons. The consensus of views is that the duplication-competition concern is greatly exaggerated. In most parts of New York State, institutions that provide services to adults have some mechanism, formal or informal, for getting together to decide which institution should offer what programs in which locations. In most cases, where two or more institutions seem to be offering similar courses or programs, there is usually good justification for doing so, just as there is within one institution when it offers more than one section of a popular course. Institutions do not long offer undersubscribed courses. Moreover, in most areas where several institutions offer a similar course, and none gets a high enough enrollment to warrant giving the course, arrangements are often made for one to give it so that enrollments can be pooled.

Instances of truly wasteful duplication or damaging competition are sufficiently rare as not to warrant any general requirement for coordination. The few instances where real problems arise, the Education Department ought to be prepared to deal with them on an ad hoc basis.

Therefore, one recommendation in this area is a negative one: The

State should not mandate regional coordination for the purpose of eliminating duplication or competition.

The other function of coordination, serving unmet needs, is a matter that deserves greater attention.

In some regions, there is a regular and systematic attempt to survey needs, inventory resources, and make the resulting information available both to all institutions and the public. Such surveys as are occasionally done, are often incomplete or may be duplicated, in part, by other agencies. The result is that no region has an adequate continuing data base for effective coordination. It would be desirable if in each community or region there were periodic surveys of learner "wants". Surveys of employers can also be helpful in identifying specific occupational training needs. Regular consultations with representatives of community groups and community leaders can also be helpful in assessing community learning needs.

It must be recognized, however, that no survey of the public or specific groups can fully determine what services and programs adult students really want and will support. It is one thing to express a learning "need" or "want", it is quite another to do something about it. Moreover, people tend to "want" things with which they are familiar, but respond enthusiastically to new services and programs that serve real needs.

While survey and other data about needs and the conditions in a community can be helpful, it would appear that the creative providers of services for adults go beyond the data in making their decisions on what services to provide, to whom, when and where. This is another reason for avoiding requirements of coordination and needs assessment before new ventures can be initiated.

There is, however, one important function that does require cooperation among the providers in a region and that is the provision of information to

students on what opportunities are available in their areas. Every region should have an up-to-date, usable catalog of all educational opportunities in the region. In order to be of maximum value, the catalog should not be restricted to the postsecondary level. Differentiation of level is not nearly as important to adult students as it is to institutions. The inventory in particular should include, not only the formal educational institutions, public and private, at all levels, but also proprietary schools, libraries, museums, manpower training agencies, government and community agencies and private industry.

There is no "natural" agency for performing this function. Regional coordinating councils have not taken hold in New York State, and even where there are some regional bodies, they do not include all levels. There are, however, a number of functioning consortia that are now doing some of this work. With some adjustment, they could carry out this function and similar bodies could be established elsewhere. A major problem in organizing such consortia is that the providers that would be primarily affected are now organized in differing regional configurations - the public schools into 45 BOCES areas, the postsecondary institutions in eight regions, the libraries in 21 systems. The Regents may have to designate one of these types as the region for organizing information and other services for adults. It may not even be necessary to have the same arrangement in every region. The primary requirement should be that every part of the State be covered and that there be as little overlap among regions as possible.

Because these consortia would be performing a vital public service, but one for which it will be difficult to get funding, the State, either with its own or Federal funds, will have to provide some support. We have indications that, with a modest amount of basic funding, each region could then raise

enough from participating institutions and other local sources to support this activity.[37]

One area that merits special consideration is in the provision of occupational education for adults. The 1977 New York State Plan for the Administration of Occupational Education addresses this problem directly. Under present arrangements, it notes:

> ....there is no guarantee that each adult and out-of-school youth in need of occupational assistance will receive the needed services in the most effective and efficient manner possible. It is obvious that no single type of agency currently has or could conceivably develop the capacity to meet all of the needs of adults for manpower services. It is therefore necessary that in each area of the State there exist within the educational system some central arrangement whereby any adult or out-of-school youth can receive either direct assistance or referral to the kind of agency best equipped to meet his needs.
>
> The lack of a coordinated system creates serious obstacles to systematic planning as well as delivery of programs and services for adults. A BOCES, for example, cannot unilaterally identify the total need for its services among the population in its area, without regard to other services that are available, such as community college programs, special manpower training programs, etc. Nor is it possible to project the total statewide need for occupational education without examining the respective roles of various manpower agencies and programs. The problem is twofold really: first, the information concerning the total need is imprecise, to say the least; and second, the coordinated planning arrangements which would enable each type of agency to clearly identify its share of the total need are in an early stage of development.[37A]

Recommendations

1. Each provider of educational services to adults should join in and actively support a regional consortium of providers. The primary purposes of such consortia should be to identify unmet needs and provide information about lifelong learning opportunities in the region.

2. The Regents should give official recognition of such consortia and provide a modest level of continuous financial support.

3. Regents should continue to press for a more orderly, coordinated system to meet the occupational education needs of adults in New York State.

State Level Coordination

The discussion of state-level coordination must begin with acknowledgement that recent budget difficulties have reduced the Education Department's capacity for coordination and leadership in the provision of lifelong learning opportunities in the postsecondary area. This action vividly illustrates one of the major problems in providing education for adults. In the Department, as in almost all institutions that provide education for both youth and adults, youth have priority. When budgets must be cut, it is adult programs that are among the first to go - as has also happened recently in New York City.

In spite of these current setbacks in public support, there can be little question that opportunities for adults will grow in the future as the numbers of adults seeking postsecondary level education grow. This growth will occur whether or not the State continues to strengthen its leadership role.

What the State can do through its leadership and coordinating role is to insure that a wider range of high quality services are available to people throughout the State and that significant resources are devoted to outreach efforts to those who might otherwise not participate. It has, of course, started in this direction in recent years with the creation of the Regents

External Degree and the support of the planning projects under priority II of Title I of the Higher Education Act. If the Department is to keep its leadership in the future it must not only give greater prominence to lifelong learning concerns in the postsecondary area, but also do more to coordinate the varied services to adults that are now scattered in many units throughout the Department.

This call for greater Department attention to the needs of adults and better coordination of services is not new. At least twice before there has been such a call, the first in 1938 by the Regents' Inquiry on Adult Education:

> ....it is urged that the field of adult education be placed on a parity with the fields of elementary, secondary, and higher education so far as the administrative structure and functions are concerned. While it is recognized that inspired leadership can overcome limitations of department organization, the elevation of adult education to equality with other levels through structural reorganization will of itself lend inspiration and dignity to whatever leadership may in time become available. Since the importance of adult education in the whole scheme of public education has been demonstrated by the array and scope of the activities described, it is essential that this importance should be recognized in organization and in the scope of functions performed. With this latter point in mind, it is further urged that all the educational activities concerned primarily with the education of adults be centralized under one management within the State Education Department.[38]

This message was repeated during the 1968 Regents Symposium on Continuing Education by Dean Robert Risley of New York State School of Industrial and Labor Relations. He said:

> It seems to me the basic problem of continuing education is the fact that it does not have an important place in the education scheme of New York State. No one has been concerned with it as a primary mission. Educational institutions at various levels throughout our education system have varying degrees of concern. It is a secondary mission to too many people and a primary mission to no one. A first and essential step in developing an improved pattern of continuing education in New York State would be to place it on a par with that of higher education, and elementary and secondary education, in the scheme of the educational organization - that is, to see continuing education as a third broad

> field of education which cuts across and draws on resources, talents, and ideas from others but which is, in fact, a program of education in its own right.[39]

In 1976, the unification of Department services for adults still makes eminent good sense. Now, moreover, the Department has an opportunity to take a step beyond that recommended in 1938 and 1968. Since those times, the State Library, the State Museum and Science Service, and the public television service have come to be seen as increasingly important components of a full range of services in support of lifelong learning. Thus any reorganization of the Department should bring them into much closer alignment with other services to adults. Such an arrangement can be achieved by adjustments in the present structure of the Department.

Recommendations

One of the clearest actions the Regents could take to express their commitment to lifelong learning would be to place this area on a parity with their other major areas of concern. To achieve this objective, it is recommended that a new organizational component should be established to bring together all of the current Department services to adults, including those now provided by the State Library and State Museum. In view of recent reductions in staff in the Department and the consequent need for reorganization, the time may be right for such a consolidation. It could be accomplished by transforming the present office of Associate Commissioner for Cultural Education into an office of Associate Commissioner for Lifelong Learning and adding to it all of the Department services to adults that can be detached from the other areas of the Department.

This new arrangement would provide for a far more focused effort on the part of the Department to serve the needs of adults. It would not, of course, eliminate all coordination problems. Obviously there would have to be close working relationships with the other areas of the Department since

most services to adults will continue to be provided by the public schools, BOCES and postsecondary institutions. The new structure would, however, suggest to these agencies that they too should consider how best to give greater prominence to adult services within their organization.

VII. PLANNING FOR THE FUTURE

This report has endeavored to make a persuasive case for attending to the needs of adult students if the Regents goals for postsecondary education in New York State are to be fully realized. The case rests on certain premises, some or all of which may be challenged by those who take a different view of the nature of learning or the future needs of our society. Those premises are that:

1. Learning is a lifelong activity.
2. The future needs of individuals and society will require increased access to educational opportunities to support lifelong learning.
3. There is a public interest in assuring equity of access to those opportunities.

Even if these premises are accepted, there is no question that the shift from the present emphasis of education on youth will not be easy. Philosophically and practically, postsecondary institutions are geared to a youth-oriented system. The changes required for lifelong learning will not come easily. Institutions will find it more comfortable to adhere to practices that are familiar, and legislators and the public will have to see persuasive reasons for shifting public resources to adults as the declining youth population relieves the pressures for funding of traditional education. In fact, we must recognize that were it not for the forthcoming decline in the traditional school age population, the case for provision of services to adults would be even harder to make--although we believe that case really does not depend upon the accidents of demography. Even were there no birth rate decline, the educational needs of adults would remain as we have described them.[40]

That is, the continuing growth of interest in education will be augmented in the future by the necessity for lifelong learning and a wider range of

educational opportunities; and the supply of these opportunities will, in turn, stimulate further interest. As a result, it does not appear unreasonable to assume that throughout the remainder of this century, interest in further learning will grow so that by the year 2000, some six million New Yorkers--nearly 50 percent of the total--will express interest in further education.

If even half of these adults who are likely to be interested enroll for at least one course during the year, the demand for postsecondary lifelong educational opportunities, by the turn of the century, will be over twice the rate projected on the basis of current demand. Some three million New Yorkers would be participating compared to the approximately 1.4 million now. As a recent Fortune Magazine article noted:

> Only 15 percent of the members of the 90-million-strong work force have a college degree. If one out of twenty of the other 85 percent decide to go for a diploma, educational institutions would be swamped.[41]

Counting as well the other adults who will need non-instructional services such as counseling, testing and career planning without enrolling in courses, New York should be prepared to serve over fifty percent of the State's adults in some way, at least once every year in the future. By the year 2000, the State should expect that almost every adult would enroll in some educational program, workshop or course at least once in every two or three years. And one out of every ten adults might take advantage each year of educational information, assessment and certification services.

New York's educational challenge for the forseeable future is to narrow the gap between its likely supply of opportunities and this extent of need by increasing the lifelong educational alternatives available to its citizens.

Where is the gap the largest? Where will the need be greatest?

In terms of groups of citizens, the largest discrepency between participation and unfulfilled interest may continue to occur among the elderly and the disadvantaged--in particular, among the less skilled occupationally, among high school dropouts, among blacks and persons of Spanish descent, among those who are isolated geographically or psychologically, and among the handicapped.

In terms of types of offerings, the need is not only for degree programs but also for non-degree courses, for evening courses, and for non-instructional services that will help New Yorkers make better use of existing programs. Now at least half of the State's potential learners are not interested in working toward a degree or earning credits but instead in taking occasional courses and non-degree programs. Yet existing collegiate programs are oriented largely to the degree programs. And, while many potential learners need educational services within the State to assess their occupational and personal abilities and competencies and obtain information and counsel about educational opportunities in their area, these services have so far largely been limited to students already enrolled in institutions--not to citizens at large.

In terms of subject matter offerings, there will be increasing need for specialized instruction. As levels of educational attainment rise, many New Yorkers will have sophisticated educational interests of a technical and professional nature beyond those that can be met by undergraduate courses. While the State's educational institutions offer an extensive array of elementary and introductory courses, new methods are needed to serve these higher-level interests--and to serve them in other ways than through campus-based programs scheduled during the day, as has been suggested in the section above on "Open Learning".

Above all what is needed as a basis of planning for the future is an affirmation of policy and aspirations.

The Regents should, therefore, reaffirm that it is in the State's interest and should be the State's policy that opportunities for lifelong learning be available to all citizens without regard to previous education or training; and that considerations of age, sex, social and ethnic background, economic circumstances, and type of level of instruction, shall not restrict access to all such opportunities to any individual. They should declare that it is State policy to promote the continued vitality of our free society through lifelong learning opportunities in order to enable all adults to improve their personal well-being, as well as their full participation throughout their lives in the civic, cultural, economic, and political life of the State.

Based on this policy, all institutions affected by the 1976 Statewide Plan should be directed to plan and act to make lifelong learning a reality in New York State.

This direction should be given with the full recognition that, in the short run, change will be difficult because of the severe fiscal situation and the high youth demand for places at least through 1980. But planning must be guided, not just by the limitations under which we must operate, but also by the aspirations and hope for what our society may become. As Walter Guzzard, Jr. put it so eloquently in an article in the January issue of Fortune:

> ....The hope surpasses markets, job skills, and payoffs; it is a hope that we may become an educated society. An educated society is one that acts dispassionately, votes intelligently, respects cultural and literary excellence, rejects yahoos, abhors bigotry, and admires scholarship. It perceives richness in leisure as well as in work, understands the past, transmits a sense of human decency and compassion to new generations, and knows enough about freedom to protect it.
>
> Above all the others in society, educational institutions have the responsibility to define those values to preserve them, and to teach them.[42]

Source: State University of New York and the Part-Time Student, A Report of the University Task Force on Part-Time Students, February 1, 1976

Appendix A

Précis

In *Reaffirmation and Reform,* the 1972 *Master Plan,* State University affirmed a commitment to increase educational access to working adults. Research, both nation- and SUNY-wide, indicates that most of those adult students will study part-time: most part-time students are adults with family and work responsibilities. And their numbers are increasing: within State University undergraduate part-time enrollments increased by 30 percent from 1970 to 1974. To fulfill its stated mission and to serve more effectively those part-time students already enrolled, this Task Force urges

- That State University review its part-time enrollment projections in view of evidence indicating that adult students study on a more intensive basis when patterns of study are compatible with their scheduling needs and academic purposes (pp. 29-31).
- That admissions procedures and requirements be revised to meet the needs and assess the true potential of adult applicants (pp. 35-36).
- That course schedules be planned so that those matriculated part-time students who attend classes only in the evening and on weekends can complete their course sequences in an orderly way (p. 36).
- That provisions be made for out-of-class access to teachers of part-time students (p. 36).
- That more systematic selection, orientation, and review of part-time faculty be instituted (pp. 36-37).
- That flexible alternatives to courses and classes be developed so that the constraints of time and place may be eased (pp. 37-38).
- That all academic, counseling, and other support services be available throughout the semester at times convenient for part-time students (pp. 39-40).
- That counseling and other services be reexamined and evaluated in terms of the needs of part-time students (p. 40).
- That steps be taken within the State to allow part-time students equal access to all financial-aid assistance (p. 48).
- That alternate financing strategies, which would encourage service to part-time students, be explored (pp. 40-50). The strategies identified by the Task Force are:

    1) an enriched funding formula that would recognize the extra institutional workload involved in serving part-time students;

    2) identification of and separate funding for specific programs for part-time students;

    3) a support-services supplement for institutions serving significant numbers of part-time students;

    4) development of definite part-time enrollment quotas for State University as a whole and for each campus; and

    5) reevaluation of the current State University policy that disallows overload pay to SUNY institution regular day faculty for evening instruction.

- That a new systemwide model be developed for the coordination and planning of part-time education within State University and that efforts be directed toward establishing a coordination of effort with both private and public institutions at all levels (pp. 53-54).

- That possibilities for part-time instruction for at least the first two years of a liberal education within commuting distance for all citizens of the State be made available (p. 54).

- That research as to the nature and special needs of part-time students and an intensive study of both the outcomes and the costs of part-time instruction be undertaken (p. 54).

- That State University campuses be urged to consider and adopt an organizational model that will promote better service to part-time students (pp. 55-60). The Task Force has identified four models that would meet various institutional circumstances:

    1) consortium model — suited to areas in which there is a rich vertical network of higher-education institutions;

    2) integrated-unit model — suited to smaller, less complex institutions;

    3) separate-unit model — suited to large, complex institutions; and

    4) statewide model — suited to a multi-campus system such as State University where it is possible to have campus or local arrangements based on all three of the above models.

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   e. Norman D. Kurland and Lucy T. Comly, "Progress Report," Study of Adult Education, Albany, N. Y., 7 April 1975.

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2. a. Robert G. Nurnberger, A Profile of Need: A Study of Postsecondary Education in Northeastern New York State (Albany, N. Y.: State University of New York at Albany, December, 1974)

   b. Leigh Stelozer and Joanna Banthin, A Study of Post-Secondary Education Needs in Northeastern New York State: Secondary Analysis (Latham, N. Y.: Capital Associates, December, 1975)

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g. The New York City Region did not contract to do a needs assessment survey but this postsecondary Region and seven others have published directories of educational resources. The Long Island and Western Regions currently have surveys of adult learning needs underway.

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b. James M. Heffernan, "A Synthesis of the Clearwater Conference for Directors of State Studies of Adult Education," Institute for Educational Leadership, Postsecondary Education Convening Authority, George Washington University, Washington, D. C., March 1976

5. "University Extension Bulletin No. 1, November, 1891," in the 107th Annual Report of the Regents - 1893 (Albany, N. Y.: University of the State of New York, 1894)

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e. William Heston, "Interim Report for Long Island HEA Title I Mail Survey of Adult Learning Needs and Survey of Educational Opportunity Center Participants," March, 1976.

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18. Richard Peterson and J. B. Lon Hefferlin, "Postsecondary Alternatives to Meet the Educational Needs of California's Adults," California Legislature Feasibility Report, Sacramento, California, September, 1975.

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19. a. This section is based, in part, on a working paper prepared by the Study of Adult Education entitled, "Financing Lifelong Learning: Rationale and Alternatives", April 8, 1975. That paper contains an extended rationale for public financing of lifelong education.

20. For more details on the situation in SUNY, see "State University of New York and the Part-time Student," a report of the University Task Force on Part-time Students, February, 1976, pp. 45-50.

21. Many of the problems discussed here are also discussed in the SUNY report on part-time students and suggestions made for ways to deal with them within SUNY.

22. Carol H. Shulman, Premises and Programs for a Learning Society (Washington, D. C.: American Association for Higher Education, 1975), pp. 29-30, 34.

23. a. Norman D. Kurland, "Money to Students - Proposals for Financing Education," Study of Adult Education, Albany, N. Y., September, 1974, (No longer available).

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